congestion. This policy acknowledges current residential growth trends. It also provides for economic development opportunities in these areas to foster balanced growth in jobs and housing (minimizing the length and number of trips), minimize existing congestion of regional facilities (such as Los Angeles International Airport), and encouraging multimodal transportation facilities that provide a wider range of travel options for the region's outlying cities. Failing to provide a wide range of transportation infrastructure that includes high speed rail only serves to encourage and reinforce the air quality problems arising from existing automobile centric commuting patterns. By placing a high speed rail station in Palmdale, the state will reinforce the city's multimodal infrastructure support and regional land use and growth management strategies that call for balanced development in a regional two tier structure.

A. State Policy

Palmdale plays an important role in curbing regional sprawl. Los Angeles County is part of a larger regional core that extends from Interstate 10 in downtown Los Angeles to San Bernardino and Riverside Counties.[58] Containing growth inside existing urban boundaries is no longer a viable growth management alternative.

1. State Strategic Growth Plan

In 1992, I assisted Governor Pete Wilson in the development of the State's Strategic Growth Plan commissioned pursuant to Executive Order W-2-91. The Strategic Growth Plan expressly recognizes, as part of its agricultural conservation recommendations, the appropriateness of separated urban areas such as "new towns" that provide for the efficient delivery of public services and prevent unreasonable congestion.[59] The report expressly "reject[s] the idea of arbitrary urban limit lines or urban growth boundaries," focusing instead on "local comprehensive plan guidelines that encourage growth and development through fill utilization of infrastructure." These suggested measures do not prohibit non-contiguous development or "new towns" if carefully planned to ensure efficient delivery of services and prevent unreasonable congestion. The Governor's original Executive Order notes the positive role that growth management can play in contributing to a sound economy, indicating that other studies have suggested that better planning, far from discouraging economic development may support it by encouraging businesses attracted by the quality of life.[60]

The Strategic Growth Plan, which provided a foundation for the State's current planning priorities (discussed in paragraph 2, below), established a number of planning policies to address California's rapid growth demands. These include:[61]

---

[58] Southern California Studies Center and Brookings Institution Center on Urban and Metropolitan Policy, Sprawl Hits the Wall: Confronting the Realities of Metropolitan Los Angeles (2001), at 10.

[59] Strategic Growth Plan, at 38.

[60] Id. at 9.

[61] Governor's Office of Planning and Research, Strategic Growth: Taking Charge of the Future, Report of the Growth Management Council to Governor Wilson (January 1993).

- Establishing regional congestion management planning (ES-8). The efforts of SCAG to coordinate regional transportation and land use patterns, discussed below, is representative of these efforts.
- Establishing efficient growth patterns that that link jobs growth and housing within regions or sub regions (ES-8, 11). This includes voluntary Statewide growth guidelines that encourage more sensible land-use patterns including orderly growth, provision of housing, protecting the environment and natural resources, cost effective provision and use of necessary infrastructure, and closely integrating transportation, housing, air quality, and energy. The growth guidelines suggest resource identification and conservation, removing barriers to housing, local permit streamlining, consultation with neighbors, infill/densification, efficient infrastructure (funding and capacity), jobs/housing balance, and transit/housing integration (19). This expressly includes encouraging development contiguous to existing urban areas by fully utilizing infrastructure (20). The plan also acknowledges the importance of establishing higher densities with compact development, as well as a balance between jobs and housing. (32).
- Preventing urban development patterns that unnecessarily compromise the agricultural industry by keeping development contiguous to existing urban areas, while building new areas of development that promote the efficient delivery of public services (ES-9).
- Requiring state infrastructure investments to support cost efficient growth and development patterns that direct and encourage growth in areas where it is environmentally and economically desirable. The plan suggests that preferred development areas could be designed in areas that are served by new state funded infrastructure (17). This includes the coordination of state transportation investments with other infrastructure such as housing, water, sewer and similar facilities. The plan treats transportation investments as an integrated system, with linkages between different travel modes and transfers and congestion management plans that include bridges, ports, airports, and transit systems as well as roads, bus and rail services (30-31).

Designating preferred development areas in locations that are served by new state funded infrastructure implements the same principle as Maryland's pioneering "Smart Growth" program that channels state transportation investment to Priority Funding Areas designated in regional and local plans.[62] This includes the coordination of state transportation investments with other infrastructure such as housing, water, sewer and similar facilities. The Maryland plan treats transportation investments as an integrated system, with linkages between different travel modes and congestion management plans that include airports and transit systems as well as roads, bus and rail services.

The Strategic Growth Plan expressly recognizes, as part of its agricultural conservation recommendations, the appropriateness of distinct new concentrated urban areas such as

[62] Md. Code Ann. Title 5, Subtitle 7B (Priority Funding Areas).

Antelope Valley that provide for the efficient delivery of public services and prevent unreasonable congestion.

2. State Planning Priorities

The Strategic Growth Plan's policies are echoed in the AB 857 legislation adopted in 2002 and the high speed rail statute. AB 857's polices promote infill development and equity, improving existing infrastructure that supports infill development, steering development to areas that are presently served by transit, streets, water, sewer, and other essential services, protecting environmental and agricultural resources, and encouraging efficient development patterns by ensuring that any infrastructure associated with development, other than infill development, supports new development. The high-speed rail statute expressly provides that "the high-speed train system shall be planned and constructed in a manner that minimizes urban sprawl and impacts on the natural environment."

AB 857, adopted on September 28, 2002, establishes state planning priorities for growth and development.[63] These policies are used to select infrastructure and to guide state expenditures as set forth in the comprehensive State Environmental Goals and Policy Report.[64] There is no comprehensive state land use plan for private development decisions or local comprehensive plans. AB 857 establishes statewide policies for sound infrastructure planning (priorities and funding), promoting development with existing infrastructure, encouraging existing development areas with services that minimizes costs to taxpayers, and protects agricultural land. The State Planning Priorities of AB 857 (Gov't Code § 65041.1) are as follows:

- Promote equity in urban, suburban, and rural communities (purpose)
- Strengthen the economy in urban, suburban, and rural communities (purpose)
- Protect the environment in urban, suburban, and rural communities (purpose)
- Promote public health and in urban, suburban, and rural communities (purpose)
- Promote infill development and equity by rehabilitating, maintaining, and improving existing infrastructure that supports infill development and appropriate reuse and redevelopment of previously developed, underutilized land that is presently served by transit, streets, water, sewer, and other essential services, particularly in underserved areas, and to preserving cultural and historic resources.
- Protect environmental and agricultural resources by protecting, preserving, and enhancing the state's most valuable natural resources, including working landscapes such as farm, range, and forest lands, natural lands such as wetlands, watersheds, wildlife habitats, and other wildlands, recreation lands such as parks, trails, greenbelts, and other open space, and landscapes with locally unique features and areas identified by the state as deserving special protection.

---

[63] Cal. Gov't Code § 65041.1.

[64] Cal. Gov't Code § 65049.

- Encourage efficient development patterns by ensuring that any infrastructure associated with development, other than infill development, supports new development.
- Use land efficiently
- Build adjacent to existing developed areas to the extent consistent with the priorities specified pursuant to the environmental policies, above
- Locate development in areas appropriately planned for growth.
- Provide adequate transportation and other essential utilities and services.
- Minimize ongoing costs to taxpayers.

A central theme of these policies is the concept of regional infill, which utilizes designated urban centers such as the Antelope Valley cities of Palmdale and Lancaster to provide for the region's enormous anticipated growth in jobs and housing. This growth cannot be accommodated solely or even primarily in existing urban areas such as the city of Los Angeles. While the larger urban areas are important for infill or compact development, it is concentrated "new town" outlying centers that are the key to successfully implementing regional growth management policies. Smart Growth requires that they be supported by state and regional infrastructure improvements, including the high speed rail system.

B. Regional Policy

1. COMPASS

The Southern California Association of Governments (SCAG) has prepared a regional growth management "fifth tier" strategy that directs future growth to the Antelope Valley in order to address the region's deficient air quality through reduction of transportation trips and congestion. The *COMPASS Growth Vision Report*[65] is the comprehensive Growth Vision for the six-county SCAG region. It is the product of an extensive regional and multi jurisdictional public participation process, supported by a $2 million study over an 18-month period.[66] Compass replacing a 1989 plan, is based on 2001 computer models that demonstrate the dramatic effect of land use decisions on vehicle miles and congestion.[67]

Compass acknowledges that future demands for jobs and housing in the region cannot be accommodated exclusively in traditional urban areas. Directing growth to the Antelope Valley balances the growth in jobs and housing, minimizes existing congestion at other regional facilities (such as Los Angeles International Airport), and encourages multimodal transportation facilities. In addition, SCAG's *Regional Transportation Plan*

---

[65] Southern California Association of Governments, Southern California Compass Growth Vision Report (June 2004)(hereinafter "Compass Report").

[66] Southland counties seek unity on growth, Los Angeles Daily News (January 28, 2003).

[67] Steuteville, "To live and drive in LA," 9 NEW URBAN NEWS, no. 2 (March 2004), at 1. VMT per capita will fall from 21.9 to 20.8 (Compass Report, at 91). This article cites similar regional efforts by the Association of Bay Area Governments (ABAG) and the Atlanta Regional Commission's Livable Centers Initiative to link land use and transportation.

establishes the Planning for Integrated Land Use and Transportation (PILUT) "Fifth Ring" strategy that allocates growth to newly developed areas in the Antelope Valley. By placing a high speed rail station in the Antelope Valley, the state will reinforce the city's multimodal infrastructure and regional land use and growth management strategies that call for balanced development in the regional tier structure. In short, the Antelope Valley is the designated regional center that provides regional growth opportunities.

The Compass Report projects that the region will grow by an additional 6.3 million people by 2030 – a 38% increase over its current population of 16.5 million and the equivalent of two Chicagos. The report identifies some benefits from this high population growth rate based on the preferred regional growth alternative. The preferred growth vision involves the following growth scenarios:

- Intensive infill in the region's traditional centers.
- Satellite cities for new urban density growth in the High Desert and Palmdale, Lancaster and San Bernardino County.
- Corridors and Centers that provide transit supportive density, walkable streets, and jobs-housing balance.

This growth alternative has the following benefits over policies that rely on infill alone to accommodate future growth:

- Better trip reduction and a more efficient use of transportation infrastructure.
- Larger reductions in vehicle miles traveled (VMT)
- Economic development opportunities, including the ability to balance the location of jobs and housing.
- Less sprawling growth on the region's periphery.
- Accommodation of Smart Growth alternatives, such a transit-supportive land use patterns.

The Compass alternative can reduce VMT by 18 million daily from its current level.[68] Two-thirds of this reduction will occur because of changes in land use patterns, with high density centers replacing sprawl. This is an important component of the region's transportation program, which will be supported by $211 billion in road and transit spending through 2030.

[68] Steuteville, supra, at 2.

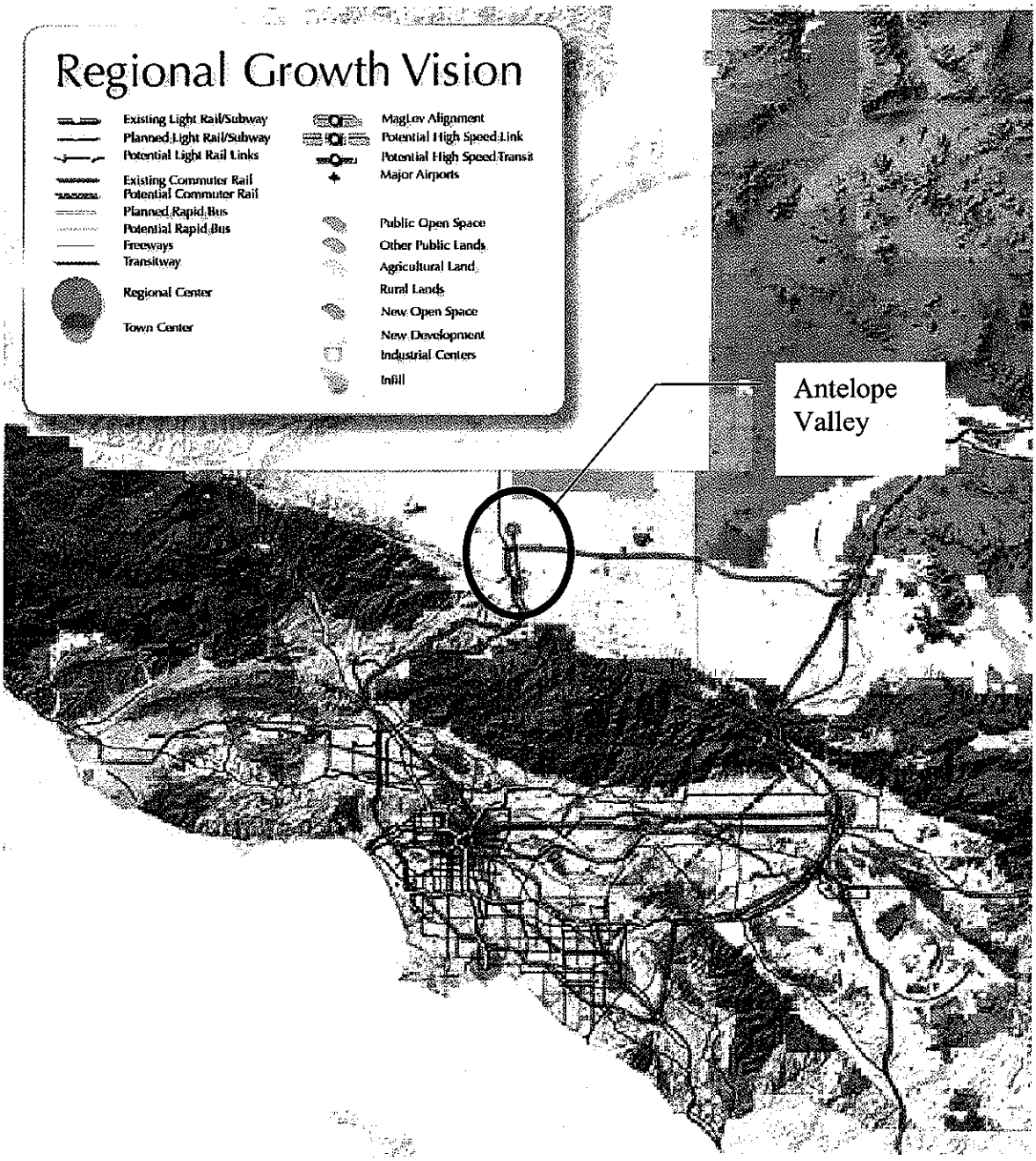


Figure 3 Compass Regional Growth Vision (Source: Compass Report, at 42)

2. Growth Visioning

The Compass strategy is based upon an extraordinary regional transportation visioning process. This process encouraged local governments in the region to consider the regional implications of land use decisions. The process was established by the 2001 Regional Transportation Plan to expand on the 1998 RTP's Livable Communities

Program.[69] A Growth Visioning Subcommittee was established to develop a process to assist local, sub regional and regional officials in developing additional strategies to accommodate growth. The visioning process produced "smart growth" policies which guided the COMPASS strategy. These policies are discussed below.

Visioning Process Policy	Description
Principle 1: Improve the Link between Land Use & Transportation	Address future population and employment growth and their effect on traffic congestion, transportation investment choices and air quality by using alternatives to provide highways expansion. The public expects more efficient transportation investments that support desired development patterns, achieve and maintain economic growth and a sustainable environment, and promote global competitiveness.
Principle 2: Focus Development in Urban Centers	Continue the renaissance of urban centers to promote public and private investments and decisions that will enable existing urban centers to become centers of housing, jobs, shopping, culture and entertainment.
Principle 3: Support the Preservation of Stable, Single-Family Neighborhoods	Maintain existing neighborhoods. Appropriate in-fill opportunities are identified by community planning efforts. Consider neighborhood preservation within the framework of development in urban centers policy to promote increased density in certain corridors where services are available, as well as the development of residentially-oriented transportation and other public services.
Principle 4: Locate New Housing Near Existing Jobs and New Jobs Near Existing Housing	Increase the supply of housing in current jobs-rich areas and to encourage the development and growth of jobs in housing-rich communities to reduce congestion, commute times and personal transportation costs, improve air quality, and reduce the cost to local governments of providing new facilities and services to new developments outside of existing service areas.
Principle 5: Encourage Transit-Oriented Development	Locate a mixture of uses within an average of ¼-mile walking distance of a transit station or bus transfer center. Design, configure and mix of uses to emphasize a pedestrian-oriented environment. These centers reinforce the development of office, open space, public and residential uses and personal commercial services within comfortable walking distance, making it convenient for residents and employees to travel by transit, bicycle, or foot, as well as by car. Mixed-use areas containing restaurants, a museum, a theater and retail stores have a greater potential to generate bus and rail ridership than an area with retail stores alone.
Principle 6: Create Walkable Communities	Foster walkable communities and urban centers where different kinds of homes, shops and workplaces are integrated with one another; ensure that housing of different costs is integrated throughout each community. Walkable communities put urban environments back on a scale for sustainability of resources (both natural and economic) and lead to more social interaction, physical fitness and diminished crime.
Principle 7: Promote Travel Choices	Provide people with additional travel choices including rail, bus, bicycles and pedestrian access through infrastructure investment, development choices and urban design. Expand transit service and promote alternatives to driving alone. ISTEA has assisted in this effort by preserving a strong federal transit program, expanding access to flexible funds for transit, and encouraging innovative projects that promote alternatives to driving.
Principle 8: Promote Affordable Housing	Provide, in each community, a variety of housing types to meet the housing needs of all income levels.

[69] Southern California Association of Governments, 2001 Regional Transportation Plan/Community link 21, Executive Summary (approved April 12, 2001), at 19.

Principle 9: Conserve Rural, Agricultural,	Recreational and Environmentally Sensitive Areas Identify important rural, agricultural, recreational and environmentally sensitive lands that should be protected, and develop policies and strategies to protect them. Preserve the natural landscape that is key to the allure of southern California. Land is a finite resource that requires thoughtful management to build homes, induce new jobs and preserve open space.
Principle 10: Ensure that Educational Opportunities are not a Barrier to Achieving Balanced Growth	Ensure that K-12, colleges, universities and job-training facilities are adequately preparing the future workforce, and that schools are not a barrier toward the revitalization of urban areas and existing communities. Safe, good quality schools, integrated within the community, are essential to promote the revitalization of these areas.
Principle 11: Increase Quality of Life for All Residents in the SCAG Region	The ultimate goal of the Growth Visioning effort is to make the SCAG region a better place to live, work and play for all residents regardless of race, ethnicity or income class. Decisions regarding growth, transportation, land use, and economic development are intended to promote and sustain for future generations the region's livability and prosperity.

SCAG has also published a set of "Growth Principles for Sustaining a Livable Region," dated October 1, 2001. These principles are discussed below:

Principle	Description
Principle 1 - Improve Mobility for All Resident	• Encourage Transportation Investments and Land Use Decisions that Are Mutually Supportive • Locate New Housing Near Existing Jobs and New Jobs Near Existing Housing • Encourage Transit-Oriented Development • Promote a Variety of Travel Choices
Principle 2 - Foster Livability in All Communities	• Promote In-Fill Development and Redevelopment to Revitalize Existing Communities • Promote Developments which Provide a Mix of Uses • Promote "People-Scaled," Walkable Communities • Support the Preservation of Stable, Single-Family Neighborhoods
Principle 3 - Enable Prosperity for All People	• Provide, in Each Community, a Variety of Housing Types to Meet the Housing Needs of All Income Levels • Support Educational Opportunities that Promote Balanced Growth • Ensure Environmental Justice Regardless of Race, Ethnicity or Income Class • Support Local and State Fiscal Policies that Encourage Balanced Growth • Encourage Civic Engagement
Principle 4 - Promote Sustainability for Future Generations	• Preserve Rural, Agricultural, Recreational and Environmentally Sensitive Areas • Focus Development in Urban Centers and Existing Cities • Develop Strategies to Accommodate Growth that Use Resources Efficiently, Eliminate Pollution and • Significantly Reduce Waste Utilize "Green" Development Techniques

The importance of satellite locations in capturing future housing and employment growth is underscored by other local planning studies. A 2001 summit of regional leaders

brought together by the USC Lusk Center for Real Estate and the Urban Land Institute stated the following:

> ... several new "satellite cities" will be needed to accommodate the population growth while maintaining a jobs-housing balance. While tables, on average, located 60-80% of the projected new population in the core area of the region, significant new concentrations of people and jobs were also located at more peripheral locations. *The average allocation of new growth in the Palmdale-Lancaster area was about 340,000 new people and 235,000 new jobs*, while Victorville and Apple Valley would gain about 250,000 new residents and 145,000 new jobs. Several other larger new cities were envisaged for the south I-15 corridor between Corona and the San Diego County border. (emphasis added)[70]

The preferred approach for most participants was the "New Towns With Infill" model establishing large sized hubs distributed around the outer edges of the region, coupled with infill development in areas that are already densely populated. Under this approach approximately one million new residents are to be located in peripheral cities including Palmdale/Lancaster. A related alternative – termed the "New Cities" model – shifts 55% of future growth to large cities toward the edges of the region. This approach shifts 706,000 new residents to Santa Clarita/Palmdale/Lancaster.

C. *Air Quality*

Sprawl is a significant contributor to decreases in air quality.[71] Conversely, urban form can significantly contribute to reductions in emissions and VMT.[72] Studies in California and Oregon have estimated NOx and CO emissions reductions of 3-7% by the use of smart growth techniques including but not limited to mixed use and clustering.[73] While transit-supportive land use is the optimal development form for reducing air quality, it is unrealistic to expect all development to occur in transit influenced areas due to financial

---

[70] USC Lusk Center for Real Estate and Urban Land Institute, Reality Check on Growth (2002).

[71] R. Ewing, R. Pendall, & D Chen, *Measuring Sprawl and its Impact* (Smart Growth America, 2002), at 5.

[72] U.S. Environmental Protection Agency. EPA Guidance: Improving Air Quality Through Land Use Activities (EPA420-R-01-001, January 2001), at 15.

[73] U.S. Environmental Protection Agency, at 18 (citing Cambridge Systematics, Inc. and Parsons, Brinckerhoff, Quade & Douglas. 1996a. Making the Land Use Transportation Air Quality Connection: Analysis of Alternatives. Vol. 5. Prepared for Thousand Friends of Oregon; Johnston, R.A., Rodier, C. J., Choy, M., and Abraham, J.E. 2000. Air Quality Impacts of Regional Land Use Policies. Prepared for U.S. Environmental Protection Agency, Urban and Economic Development Division, Washington, DC.; Cambridge Systematics. 1994. The Effects of Land Use and Travel Demand Strategies on Commuting Behavior. Prepared for the U.S. Department of Transportation, Federal Highway Administration, Washington, DC.; DeCorla-Souza, P. 1992. "The Impacts of Alternative Urban Development Patterns of Highway System Performance." Presented at ITE conference on Transportation Engineering in a New Era.)

and market constraints.[74] Accordingly, California communities use a combination of techniques to address the relationship between land use and air quality.

State and federal agencies recognize land use control strategies as a mechanism to reduce emissions and to secure planning and funding approval. Land use mechanisms including parking management programs, area-wide ride-share incentives, improved public transit, bicycle and pedestrian measures, and park-and-ride programs are expressly recognized as transportation control measures in the Clean Air Act.[75]

The SCAG Regional Transportation Plan includes a number of measures that rely on increased New Town development and transportation _____ Management (TDM).

TCMs Programmed and Implemented through the 2001 Regional Transportation Plan (RTP) and the 2002 Regional Transportation Improvement Program (RTIP)

Measures	Description
TCM-1A High Occupancy Vehicle (HOV) Interventions	HOV Projects
TCM-1B Transit and Systems Management Interventions	Bus, Rail and Shuttle Transit Improvements (includes all fixed-route local, express and rapid bus services, light rail service, and commuter rail Metrolink service) Bicycle and Pedestrian Facilities Park and Ride Lots and Intermodal Transfer Facilities Goods Movement Facilities (includes all Baseline projects and the SR-60 truck lane)
TCM-1C Information-based Interventions	Rideshare and Transit Marketing Intelligent Transportation Systems (ITS) (includes Urban Freeway System Management Improvements, Smart Corridors System Management Programs and Congestion Management Plan-based demand management strategies) Telecommuting Facilities TDM Demonstration Programs[1]

Figure 4 (Source: South Coast Air Quality Management District, Draft 2003 Air Quality Management Plan)

The High Speed Rail Antelope Valley alignment will not only provide significant air quality benefits over other potential growth alternatives, but it will also improve the position of SCAG and the County in securing state and federal air quality approvals. EPA looks more favorably to Smart Growth alternatives that are approved, under construction, or built rather than speculative estimates, in approving State Implementation Plans.[76] The EPA has awarded from $8 to $335 million under its

[74] The Planning Center, Land Use, Transportation and Air Quality: A Manual for Planning Practitioners, San Bernardino Air Quality Plan (1993).
[75] U.S. Environmental Protection Agency, at 52.
[76] U.S. Environmental Protection Agency, at 41-42.

Economic Incentive Programs (EIP) policy, under which it considers land use control strategies.[77]

D. Transportation

The regional transportation plan emphasizes land-use and transportation policies that accommodate future growth while addressing transportation demand and air quality concerns.[78] Some of the "Smart Growth choices" embraced by the plan include mixed-use centers, non-motorized transportation facilities, and transit improvements. A summary of Regional Transportation Plan policies is as follows:

- creating a mix of homes, shops, work places, parks, schools and civic institutions
- locating a significant share of new housing and jobs within walking distance (1/4 mile) of transit or major bus stations
- Link communities and neighborhoods with viable pedestrian and bicycle facilities
- Jobs/Housing Balance
- Develop needed affordable housing in high growth urban and suburban job centers
- Attract viable job centers to housing-rich communities

E. Housing

California's affordable housing crisis, which is particularly acute in the Los Angeles region, is well-documented. While the State Department of Finance predicts that there will be 8 million new households in the state by 2020, housing production has fallen short of needs for at least 11 consecutive years.[79] While 220,000 housing units are needed annually to meet projected demand, housing production from 1990-1997 averaged only 91,000 units.[80] The Little Hoover Commission points to local land use decisions as a major constraint on housing production. While the state has three times the land supply needed to accommodate growth by 2020, much of the land is not available for production due to local land use constraints and complicated regulatory approval processes.[81]

Palmdale provides needed housing in the northern area of the region. Los Angeles County is expected to add 33,400 households over the 1997-2005 housing element planning period. The most rapid growth is expected to occur in the north county area, which will add 17,600 households or 53% of the unincorporated county's total household growth. Population in the unincorporated county increased by 7% over the last decennial census period. This increase added 66,083 persons to the unincorporated county alone, a

---

[77] U.S. Environmental Protection Agency, at 47-48.

[78] Southern California Association of Governments, 2001 Regional Transportation Plan/Community link 21, Executive Summary (approved April 12, 2001), at 25; Southern California Association of Governments, 2001 Regional Transportation Plan/Community link 21 (approved April 12, 2001), at 107.

[79] Little Hoover Commission, Rebuilding The Dream: Solving California's Affordable Housing Crisis (May 2002), at 3.

[80] Little Hoover Commission, at 3-4.

[81] Little Hoover Commission, at 8-9.

population equivalent of Redondo Beach or Walnut Creek.[82] Countywide population has increased by 460,270 since the 2000 Census.[83] This increase occurred despite the incorporation of Malibu and Calabasas, which removed an equivalent amount of population from the unincorporated area.[84]

The County's unique demographics create the need for a variety of housing types. While average household size has declined for the United States,[85] California and Los Angeles County have experienced an increase in household sizes. Average household size rose from 2.91 in 1990 to 2.98 in 2000,[86] while the County's average family size of 3.61 exceeds the national figure by 15%.[87] The Housing Element attributes this phenomenon to a countywide housing shortage that has caused households to combine.[88] It also notes that there is a need to provide larger dwelling units.[89] While some planners expect higher density housing to accommodate the overwhelming share of housing needs, the County's demographic profile suggests a need for a variety of low, medium and high density housing types.

---

[82] State of California, Department of Finance, E-1 City/County Population Estimates, with Annual Percent Change, January 1, 2002 and 2003. Sacramento, California, May 2003.

[83] State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001-2003, with 2000 DRU Benchmark. Sacramento, California, May 2003. This source reports an increase from 9,519,330 in April 2001 to 9,979,600 in January 2003.

[84] County of Los Angeles, Los Angeles County General Plan, Housing Element 1998-2005 (adopted by Los Angeles County Board of Supervisors, October 23, 2001), at ch. 3, pg. 6.

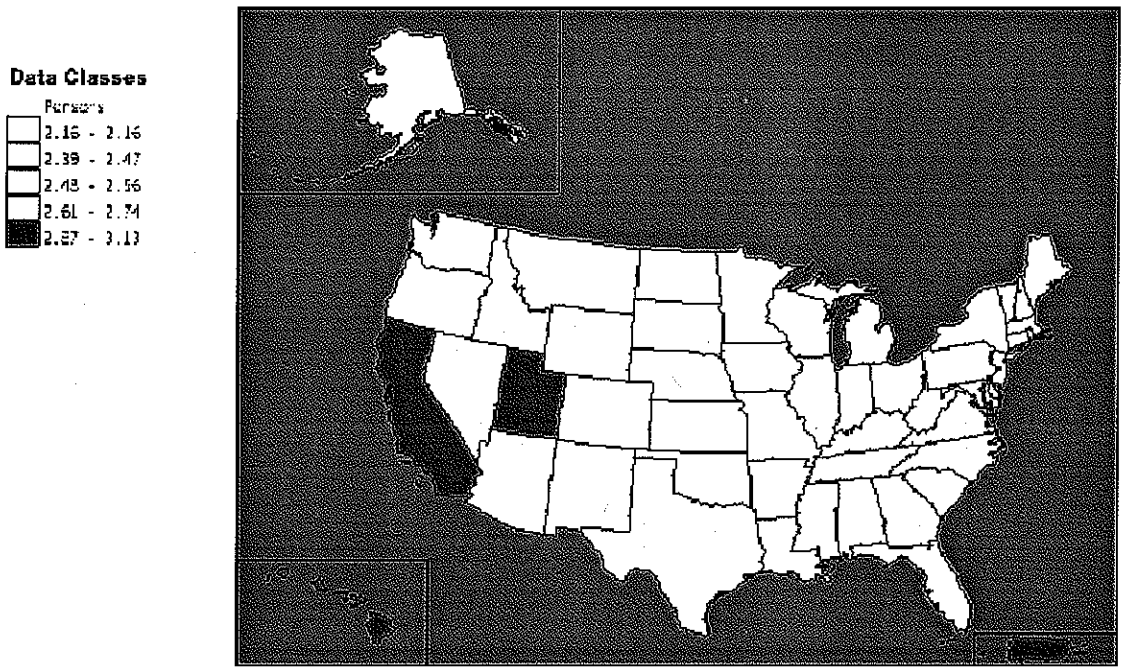
[85] Average household size decreased from 2.63 in 1990 to 2.59 in 2000. See United States Bureau of Census, Table DP-1. Profile of General Demographic Characteristics for the United States: 2000 and Table DP-1. Profile of General Demographic Characteristics for the United States: 1990, at http://www.census.gov/census2000/states/us.html.

[86] U.S. Department of Commerce, Bureau of Census, Profiles of General Demographic Characteristics, 2000 Census of Population and Housing, California 2000 (May 2001), at 20.

[87] U.S. Department of Commerce, Bureau of Census, Profiles of General Demographic Characteristics, 2000 Census of Population and Housing, United States 2000 (May 2001), at 1; U.S. Department of Commerce, Bureau of Census, Table DP-1: Profile of General Demographic Characteristics: 2000 Data Set: Census 2000 Summary File 1 (SF 1) 100-Percent Data for Los Angeles County, at factfinder.census.gov.

[88] Housing Element, Ch. 3, pg. 9.

[89] Housing Element, Ch. 3, pg. 7 ("An area with an increasing average household size indicates an increasing proportion of large family households and a need for larger dwelling units.").



Source. U.S. Census Bureau. Census 2000 Summary File 1 Matrix P17.

Figure 5; Household Size Comparison, from factfinder.census.gov

While households are projected to increase significantly, housing production has lagged. The recent drop in housing production has been particularly steep for multifamily housing, declining from over 150,000 in the mid-1980's to just over 50,000 in the late 1990's.[90] The Southern California Studies Center reports that Los Angeles and Orange County have consumed all the natural locations for growth that are not constrained by government policy.[91] For the first time in its history, the county is running out of developable land.[92] The Housing Element indicates that population growth is accelerating faster than the supply of housing, with 40,000 households residing illegally in garages.[93] The number of housing units is decreasing in the face of increasing household size and the number of households.[94]

The shortage of housing has led to increases in rents and sales prices that are not met by corresponding increases in income. While the state Employment Development Department reports a mean hourly wage of $18.13 for the Los Angeles-Long Beach MSA in 2002,[95] a 1999 survey concluded that $21.90 per hour was needed simply to afford the

---

[90] Sprawl Hits the Wall, at 22-23.

[91] Southern California Studies Center and Brookings Institution Center on Urban and Metropolitan Policy, Sprawl Hits the Wall: Confronting the Realities of Metropolitan Los Angeles (2001), at 2.

[92] Sprawl Hits the Wall, at 30.

[93] Housing Element, Ch. 3, pg. 24.

[94] Housing Element, Ch. 3, pg. 24.

[95] California Employment Development Department, Occupational Employment (2001) & Wage (2002) Data, Occupational Employment Statistics (OES) Survey Results , (Revised January 2003), at http://www.calmis.ca.gov/file/occup$/oes$.htm.

average fair market rent for a two-bedroom apartment.[96] The median priced single family home is too expensive for 59% of all households in the County.[97]

Table 2 Housing Data

	1990	1997	2000	2005	2020
Population (Countywide)	8,863,052		9,884,255 (12%)		11,584,800 (17.2%)
Population (unincorporated)	970,194	993,900	1,036,277 (7%)	1,145,800 (11.5%)	
Households (countywide)	2,989,552		3,133,774 (4.8%)		
Households (unincorporated)		274,100		307,500 (12.2%)	
Households (North County)		35,600		53,200 (49.4%)	

Sources: County of Los Angeles, Housing Element (2001); U.S. Bureau of Census; State of California, Department of Finance, Interim County Population Projections — Estimated July 1, 2000 and Projections for 2005, 2010, 2015 and 2020.

Palmdale accommodates regional housing needs by providing a healthy balance of housing types and costs. The City's lower density General Plan land use classifications accommodate the need for larger dwelling units to accommodate the County's increasing household size.[98] The higher density housing in the General Plan add needed diversity to a housing stock dominated by single-family construction.[99] National surveys indicate that "baby boomers" (age 55-64) and "echo boomers" (age 25-35) prefer higher density housing in walkable neighborhoods.[100] These demographic categories account for 2,277,942 persons or 24% of the County's population.[101]

F. *Economic Development*

While the Los Angeles region contains one of the nation's largest economies,[102] it lost 440,000 jobs or 7% of its job base between 1990-1994.[103] While 550,000 jobs were added from 1994-98, Los Angeles County did not return to its 1990 level.[104] North Los Angeles, in particular, suffers from an imbalance of jobs to housing that is expected to

---

96 Housing Element, Ch. 3, pg. 23.

97 Housing Element, Ch. 3, pg. 29.

98 Housing Element, Ch. 3, pg. 7 ("An area with an increasing average household size indicates an increasing proportion of large family households and a need for larger dwelling units.").

99 Housing Element, Ch. 3, pg. 25. While only 24% of dwelling units in the unincorporated county are multi-family, the countywide estimate is 45%.

100 Congress for the New Urbanism, The Coming Demand (2001)(based on research by D. Myers, E. Gearin, T. Banerjee, & A. Garde of the University of Southern California School of Policy, Planning, and Development for Funder's Network for Smart Growth and Livable Communities).

101 Census 2000, Summary File 1 for Los Angeles County.

102 State of California, Department of Finance, Interim County Population Projections – Estimated July 1, 2000 and Projections for 2005, 2010, 2015 and 2020.

103 Sprawl Hits the Wall, at 15.

104 Sprawl Hits the Wall, at 15.

worsen by year 2025.[105] The Antelope Valley alignment will attract new businesses to Palmdale, helping to remedy this imbalance.

G. Land Use forms

Traditionally, planners have equated "leapfrog" or non-contiguous development with sprawl. Development at the fringe or outside of urbanized areas was often characterized as sprawl, with little analysis of the actual built form of development. As regions have struggled with the issue of sprawl over the past 40 years, definitions of sprawl have become more complex. Planners now realize that, depending on its built form, development in satellite communities can have the same benefits as those in "infill" locations or existing urbanized areas.[106]

A recent study by several well-known researchers uses a variety of factors to assess the degree to which a community or region is sprawling.[107] This report measured indicators of sprawl for 83 metropolitan areas. The indicators include four factors:

- Residential density. Higher densities achieve higher (less sprawling) rankings. Los Angeles-Long Beach received a higher than average score on this factor, with an overall density of 1.26 dwelling units per acre.[108]

- Neighborhood mix of homes, jobs, and services. Palmdale brings jobs and shopping opportunities to a high growth area of the county, and improves the county's overall ranking.

- Strength of activity centers and downtowns. Los Angeles-Long Beach scored a low 72.4 (100 is the average score in this area). By contrast, Palmdale features a variety of residential and employment centers providing a strong sense of identity for the community.

- Accessibility of the street network. An interconnected street network scores highly under this factor. Los Angeles-Long Beach scores high (123.3) on this factor. Palmdale has an interconnected major street system that is coordinated with the Los Angeles Master Plan of Highways.

As is discussed below, Palmdale is a satellite new town community. While many of the region's planning policies in the 80's and 90's focused on development contiguous to or

---

[105] Southern California Association of Governments, State of the Region 2002 (December 2002).

[106] USC Lusk Center for Real Estate and Urban Land Institute, Reality Check on Growth (2002)(assembly of regional leaders "opted for new 'satellite cities' to accommodate a significant share of the population growth – these were complete new communities with employment centers and downtowns, not just tracts of new housing.")

[107] R. Ewing, R. Pendall, & D Chen, *Measuring Sprawl and its Impact* (Smart Growth America, 2002).

[108] U.S. Census Bureau, Table GCT-PH, Population, Housing Units, Area, and Density, at factfinder.census.gov. reports that the Los Angeles-Long Beach PMSA has 805.5 housing units per square mile, or 1.26/acre.

within existing urban centers as an element of smart growth, new analysis has shown the inability of existing infill sites and centers to accommodate future growth. The lack of available land in infill sites has led to the new regional efforts to actively encourage new communities that provide the balance of jobs and housing reflected in Palmdale.

A similar example is the Albuquerque/Bernalillo County, New Mexico's Planned Growth Strategy (PGS). The PGS concludes that only a portion of the regional demand for new housing can be accommodated in infill locations. Accordingly, the plan calls for encouraging new communities with adequate infrastructure and walkable designs to complement regional policies that support development in existing areas.[109] Other states, such as Florida, activity admonish local governments to consider satellite communities as one solution to urban sprawl.[110]

H. Demographic/Social

The Los Angeles metropolitan area is one of the most demographic regions in the nation. It experiences a high rate of immigration and domestic migration.[111] The Los Angeles metropolitan area captured the highest Hispanic and second highest Asian population increases in the nation from 1990-1998.[112] Consistent with national trends, the region is also expected to experience a dramatic increase in the number of retiring baby boomers and "echo boomers" starting new families over the next decade.[113] These trends will create regional needs for a variety of housing types, ranging from low density living to mixed use apartments. Palmdale's diverse land use categories provide an assortment of housing types to meet these needs.

I. Quality of Life

Palmdale's built form will improve the quality of life for both new and existing residents. The City's generous pedestrian infrastructure and open space system provide a range of recreational opportunities. The transit plan provides alternatives to work related trips on congested roads. Further, its mixed use character, coupled with new urbanist design elements, build on a proven concept in similar communities that experience a high rate of resident satisfaction.[114]

---

[109] See Robert H. Freilich, Smart Growth In Western Metro Areas, 43 Nat. Res. J. 687 (Summer 2003) (comparing Albuquerque with Kansas City, Missouri).

[110] Florida Statutes § 163.3177(11)(b) (encouraging use of "innovative," "flexible" and "creative" planning strategies such as "new towns" and "satellite communities").

[111] W. Frey and R. DeVol, America's Demography in the New Century: Aging Baby Boomers and New Immigrants as Major Players (Milken Institute, March 8, 2000), at 19.

[112] Frey and DeVol, at 22.

[113] Congress for the New Urbanism, The Coming Demand (2001)(based on research by D. Myers, E. Gearin, T. Banerjee, & A. Garde of the University of Southern California School of Policy, Planning, and Development for Funder's Network for Smart Growth and Livable Communities).

[114] Frantz, Celebration, U.S.A. : Living In Disney's Brave New Town (1999); Ross, The Celebration Chronicles: Life, Liberty, and the Pursuit of Property Value in Disney's New Town (1999); Eppi & Tu, Valuing the new urbanism (Urban Land Institute, 2000).

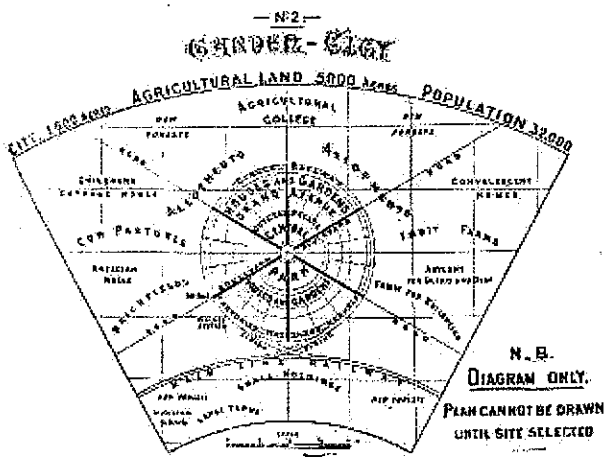
VII. Non-Sprawl Alternatives Accomplished by Palmdale

A. New Towns

Palmdale and other "smart growth" new town communities promote smart growth concepts by providing denser, more diverse residential areas, with a mix of local retail shops and public facilities without low-density sprawl.

1. Garden Cities (1900-1914)

The concept of the new town dates back to Ebenezer Howard (the originator of the "new town" movement) at the end of the 19th century. Few know, however, that Howard's new town concept was based upon a community concept of six interlinked neighborhoods (or "wards") of about 5,000 people each, focused on an elementary school, bounded by major streets, and containing a variety of residential accommodations. The new town was called a "garden city" because it was to be separated from contiguous urban growth by a "greenbelt" or "garden". Unfortunately, Howard's neighborhood concept was divorced from his garden city concepts and eventually became independently accepted in England and later the United States. In the American adaptation, neighborhoods were typically based on quarter sections (160 acres) with major streets bounding neighborhoods one-half mile apart with no through traffic. Americans adapting his garden city concept did not consider his vision to be one of "sprawl and scatter."[115] A key element of Howard's vision involved the "planned dispersal" of employment and population to self-contained towns that provide a mix of industry, services and residential dwelling types.[116]



As early as the 1920s, emphasis on lower density single-family detached housing in the emerging suburbs. This required an increase in the size of the neighborhood to assure sufficient population to support the walk-in school. By the late 1940s, advocates of the

115 F. Osborn, Green-Belt Cities, at 29 (2nd ed., 1971).

116 Osborne, supra, at 32.

"neighborhood unit" were promoting neighborhoods one-mile square (equal to 640 acres), with a half-mile walk to school, and major streets one mile apart on section lines. Eventually, the neighborhood concept gave way to suburban residential sprawl characterized by dependency on the automobile. The demise of the original neighborhood concept continues today with the increase in auto dependent suburban sprawl. The other part of Howard's concepts (the New Town) has had a far greater impact on planning for today's 21st Century California.

2. New Towns in America (1925-1929)

Clarence Stein and Henry Wright imported Howard's "garden city" concept to the United States. In Radburn (Fair Lawn, New Jersey), the designers incorporated a series of individual subdivisions known as superblocks in order to address America's "automobile-based suburban market."[117] The superblock involved long cul-de-sacs to the front of homes, with sidewalks connecting the homes at the rear. The sidewalks framed an internalized open space system and the entire community was separated by a greenbelt from adjacent development.

3. New Deal New Towns (1934-1941)

Stein's ideals were incorporated into three new towns built during the New Deal: Greenbelt, Maryland; Greenhills, Ohio; and Greendale, Wisconsin.[118] These towns were built simultaneously by the New Deal's Resettlement Administration, but were never fully implemented and were eventually sold to private entities.[119]

4. World War II New Towns (1941-1945)

New Towns during the World War II era were prompted by government initiative. These include the small towns of the Tennessee Valley Authority (TVA) and the "atomic cities" of Los Alamos, Richland, Oak Ridge and Hanford.[120] These communities were established by the Atomic Energy Commission in 1947 to provide employee housing.[121] The hydroelectric plants and atomic energy facilities of these towns provided a local economic base.[122] These were essentially government "company towns, but were eventually sold to the private sector as the result of the complexities of government ownership.[123]

5. Private New Towns (1960-1968)

Private new towns emerged during 1960-1968 with the development of Reston, Virginia; Columbia, Maryland; Irvine, California.[124] These are large-scale, mixed use communities

---

117 Gause, J.A., Great Planned Communities, at 21 (Urban Land Institute, 2002).

118 G. Breckenfeld, Columbia and the New Cities (1971), at 115.

119 Breckenfeld, at 116-19.

120 F. Osborn & A. Whittick, The New Towns: The Answer to Megalopolis (Rev. 1969), at 151.

121 D. Hagman & J. Juergensmeyer, Urban Planning and Land Development Control Law § 16.3 (2nd ed. 1986).

122 Osborn & Whittick, supra.

123 Hagman & Juergensmeyer, supra, § 16.3.

124 Forsyth, Planning Lessons from Three U.S. New Towns of the 1960s and 1970s, 68 APA J. 387 (2002).

with neighborhoods organized around villages and town centers. These developments emerged as a response to market demands and developers' visions, and are continuing their buildout today. These communities have achieved many of their objectives. For example, Reston has excellent jobs-housing balance with 40,000 jobs and 63,000 residents.[125]

6. Public-Private Towns (1967 – 1972)

Public-private new towns from 1967-1972 were developed under the New Communities Act of 1968 (formerly 42 U.S.C. §§ 3901-14).[126] The concepts of the New Communities Act were carried forward by the Urban Growth and New Community Development Act of 1970 (formerly 42 U.S.C. § 4511), which increased federal incentives for new community development.[127] Communities developed under the new community's legislation included Jonathan, Minnesota; The Woodlands; Texas; St. Charles Communities, Maryland; and Park Forest South, Illinois.[128]

Patterns of growth have been dramatically impacted over the past decade by a consortium of ideas on developing more compact, walkable, mixed use energy/environmentally sustainable communities designed to combat urban sprawl and promote revitalization of cities and older suburbs. The "New Urbanism" movement has an array of architects, economists, designers, planners, transit proponents, housing specialists, ecologist, builders, engineers and lawyers working on hundreds of new urbanist projects from "conservation subdivisions in rural areas; new urban "walkable communities" and "town centers", city center "town squares" and "grayfield conversions of older malls, industrial buildings and warehouses.[129]

B. The Palmdale "New Town"

The concept of new towns separated from existing urban areas is an accepted planning technique that has been successfully utilized in Palmdale. Palmdale constitutes a distinct new town community separate from Los Angeles by the Angeles National Forest. Its density, mixed use neighborhoods and extensive infrastructure are based upon and reflect the new town characteristics. The characteristics of Palmdale as a satellite new town are well exemplified by the Florida experience.

Florida, which has the nation's most rigorous system of statewide planning, requires local plans to consider "new towns" and "satellite communities" as a method to encourage greater land use efficiencies.[130] Research shows that better interconnectivity of streets in

---

125 Gause, supra, at 812.

126 Hagman & Juergensmeyer, supra, § 16.4.

127 Hagman & Juergensmeyer, supra, § 16.4.

128 Hagman & Juergensmeyer, supra, § 16.4.

129 See Francesca Ortiz, Smart Growth and Innovative Design: An Analysis of the New Community, 34 Envt.L.Rptr.10003 (2004); Calthorp, The Next American Metropolis (Princeton, 1993); New Urbanism Comprehensive Report and Best Practices Guide (New Urban News, 2001); Watson, An Introduction to Urban Design, 43 Planning Commissioners Journal 6 (Summer 2001); and Duany-Plater-Zyberk & Company "Smart Code", Municipal Code Publishers, 2003) (an inclusive new urban code for community thoroughfares, civil places, urban zones, site plans, terms and definitions).

130 Florida Statutes § 163.3177(11)(b).

lieu of cul-de-sacs, smaller blocks, proximity to light rail, and pedestrian accessibility to shops and other commercial users has created a class of buyers willing to pay more to live in a new urban unity. The Florida Department of Community Affairs (FDCA), which administers the growth management statutes, defines a "new town" as follows:[131]

> "(79) "New town" means a new urban activity center and community designated on the future land use map and located within a rural area or at the rural-urban fringe, clearly functionally distinct or geographically separated from existing urban areas and other new towns. A new town shall be of sufficient size, population and land use composition to support a variety of economic and social activities consistent with an urban area designation. New towns shall include basic economic activities; all major land use categories, with the possible exception of agricultural and industrial; and a centrally provided full range of public facilities and services. A new town shall be based on a master development plan, and shall be bordered by land use designations which provide a clear distinction between the new town and surrounding land uses."

The FDCA requires local governments to evaluate new towns, rural villages or rural activity centers to determine how they discourage urban sprawl.[132] New towns that allow the conversion of rural and agricultural lands to other uses while protecting environmentally sensitive areas, maintaining the economic viability of agricultural and other predominantly rural land uses, and providing for the cost-efficient delivery of public facilities and services, are recognized as a method to discourage urban sprawl.[133] As an incentive, developments that meet development of regional impact (DRI)[134] thresholds are assigned points under the Florida Quality Development (FQD) program[135] for "New Town or New Community" principles that incorporate features of Traditional Neighborhoods.

---

131 Florida Administrative Code § 9J-5.003.

132 Florida Administrative Code § 9J-5.006(4)(j)16.

133 Florida Administrative Code § 9J-5.006(4)(l).

134 A DRI is defined as "any development, which, because of its character, magnitude, or location, would have a substantial effect upon the health, safety, or welfare of citizens of more than one county." Florida Statutes § 380.06(1). The Florida Statutes establish a regional review process for developments that meet designated size and acreage thresholds under this statute.

135 The FQD program is designed to "encourage development which has been thoughtfully planned to take into consideration protection of Florida's natural amenities, the cost to local government of providing services to a growing community, and the high quality of life Floridians desire. It is further intended that the developer be provided, through a cooperative and coordinated effort, an expeditious and timely review by all agencies with jurisdiction over the project of his or her proposed development." Florida Statutes § 380.061(1).

C. New Urbanism

Palmdale combines new town principles with many features of the emerging concept of "New Urbanism."[136] New Urbanist projects include the following elements:[137]

- Mixing of Land Uses: While suburban dwellers must drive from one single use to the next, i.e. from residential to commercial areas, neotraditionalists make it possible live, work, walk and shop in the same vicinity.

- Increased Density: Increased density is another attribute common to neotraditional communities. By increasing the density of a community, it is likely that people will begin to walk, car pool or rely on public transit to meet their transportation needs.

- Walkability: Neotraditionalists are known for striving to make the communities they develop walkable by linking the community with a network of sidewalks. Additionally, efforts are made to ensure that one-quarter of a mile is the furthest distance between uses.

- Distinct Architectural Design Features: Neotraditional communities are sometimes easy to spot due to defining design features. Such places often re-invent their cities by modeling architectural design standards on historical and regional tastes.

Research shows that better interconnectivity of streets in lieu of cul-de-sacs, smaller clocks, proximity to light rail, new traditional design including porches and rear garages and pedestrian accessibility to shops and other commercial users has created a class of buyers willing to pay more to live in a new urban community.[138]

In order to encourage walkability and to replicate the traditional urbanism of new town and older cities, most "greenfield"[139] new urbanism projects feature short blocks with few cul-de-sacs. Few developments include all of the design features desired by new urbanist practitioners. In many of the new "hybrid" projects, such as Otay Ranch in Chula Vista, non-urban features such as gates, six-lane arterial roads and cul-de-sacs coexist with

---

[136] See Francesca Ortiz, Smart Growth and Innovative Design: An Analysis of the New Community, 34 Envirt.L.Rptr.10003 (2004); Calthorp, The Next American Metropolis (Princeton, 1993); New Urbanism Comprehensive Report and Best Practices Guide (New Urban News 2001); Watson, An Introduction to Urban Design, 43 Planning Commissioners Journal 6 (Summer 2001); and Duany-Plater-Zyberk & Company "Smart code", Municipal Code Publishers, 2003) (an inclusive new urban code for community thoroughfares, civil places, urban zones, site plans, terms and definitions).

[137] White & Jourdan, The New Urbanism and Neotraditional Development: A Legal Analysis, Land Use L. & Zoning Dig., at 3 (Aug. 1997).

[138] New Urbanism and House Values, National Center For Smart Growth Research For Education, University of Maryland (2003)

[139] A "Greenfield" project refers to a new subdivision in an undeveloped area, as opposed to an infill project in an existing neighborhood.

mixed uses and generous pedestrian infrastructure.[140] The most successful and renowned greenfield new urbanist projects have been satellite communities similar to new towns, rather than infill projects. Examples include Seaside, Florida; Celebration (Orlando, Florida); Laguna West (Sacramento, California); The Kentlands (Gaithersburg, Maryland); Carpenter Village (Cary, North Carolina); and Southern Village (Chapel Hill, North Carolina). These experiences demonstrate that satellite locations can promote Smart Growth and good urbanism while providing housing, jobs and walkable streets.

In determining whether a project is representative of sprawl or Smart Growth it is important to answer the following questions:[141]

1. Is it located in an already developed area?

2. Is there a mix of housing, office space, schools, retail shopping, outdoor recreation and civic open spaces?

3. Does the housing include multiple types, from single family detached to multifamily condos, and does it have a range of prices from luxury to affordable?

4. Does the project convert prime agricultural land or environmentally sensitive land, or odes its density consume less agricultural and environmental land than the average sprawl development?

5. Does the project use compace energy-efficient and green building methods?

6. Is there access to public transit?

7. Does the design and layout of buildings and streets promote real neighborhood interaction and compatible style?

8. Has the local government adopted zoning codes that give as much support for mixed use communities as it does for segregated single use Euclidean zoning?[142]

---

[140] Egan, "A Development Fuels a Debate on Urbanism," New York Times (June 14, 2002), at A20.

[141] Joel Hirschhorn and Paul Souza, Report to the National Governors' Association: New Community Design to the Rescue (2001).

[142] See, e.g., Wellington, Colorado won the 2002 award for Smart Growth achievement from the Environmental Protection Agency and is cited as one of ten examples of good planning decisions by the Colorado Sprawl Action Center. United States Environmental Protection Agency, 2002 National Award for Smart Growth Achievement, at www.epa.gov/smartgrowth; Colorado Sprawl Action Center, Smart Growth Hall of Fame 2001.

Street-facing garages and cul-de-sac in Carpenter Village, a New Urbanist community in Cary, North Carolina.

D. National Examples

A number of notable systems demonstrate the importance of development of transportation corridor cities as the spine of an effective transit and rail system.

1. Seattle (establishing major "activity centers" on transit or transportation corridors)

The Central Puget Sound Regional Council's 1985 *Vision 2020* Plan, provides an excellent example of utilization of outlying centers for urban transportation and land use. *Vision 2020* established a hierarchy of "outlying central places" to guide growth to 15 mixed use centers that are served by a more efficient transportation system. The central places concept is a growth management technique used to achieve compact development with a reordering of transportation investment priorities.

By reason of vision 2020 – the $11 billion transit system[143] was enabled because the ridership had been built up in the mixed use centers.[144]

---

[143] Freilich, Garvin & White, _____ _____ Puget Sound L.Rev.

[144] R. FREILICH, FROM SPRAWL TO SMART GROWTH: SUCCESSFUL LEGAL, PLANNING, AND ENVIRONMENTAL SYSTEMS (American Bar Association, 1999), at 137-43.

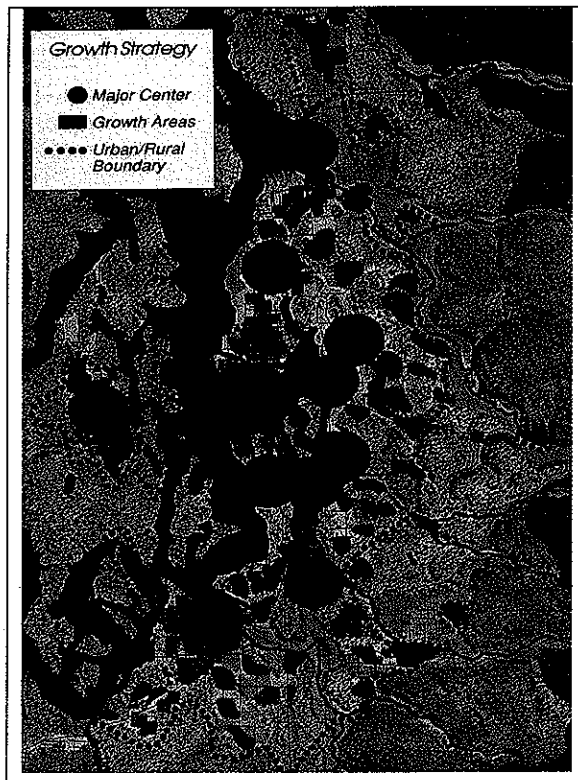
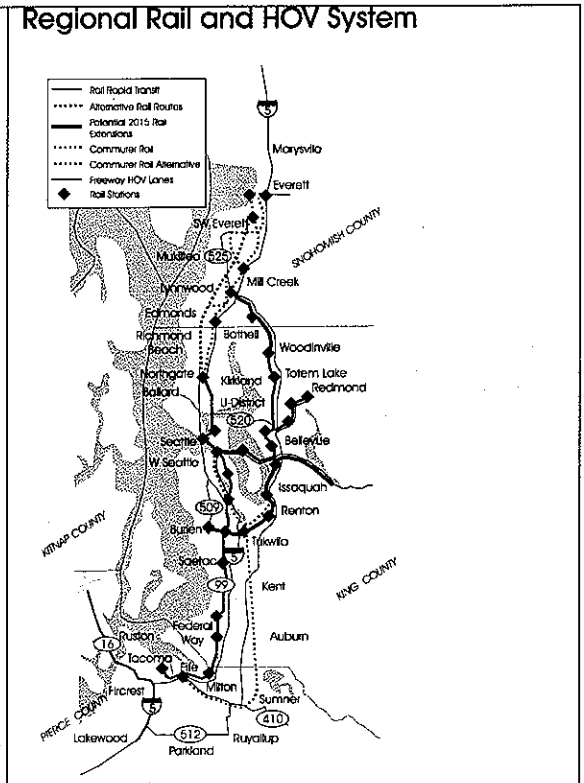


Figure 6 Puget Sound *Vision 2020* Plan



2. San Diego (New Town Corridor Centers)

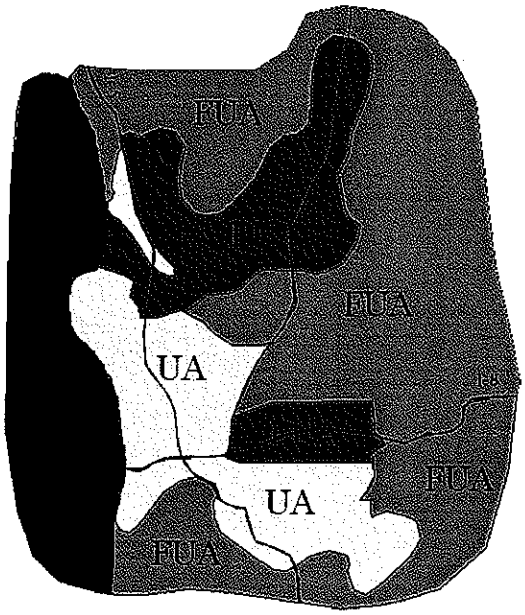
The 1979 Growth Management Element of the General Plan established a major tier system, delineating the existing urbanized areas of the city (Tier I), from the Planned Urbanizing Area (Tier II) and areas not to be developed until the 21st Century (Tier III, "Future Urbanizing Area").[145] The key to the system were the high density mixed use "new towns" to be developed on the Interstates – I-5 and I-15 – North University City and North City West.[146] The Tier II strategy made the entire transit system for San Diego possible by developing the ridership at key corridor centers. Prior to 1979, 90% of new growth was occurring in Tiers II and III, which was reversed by 1983 with 50% of the growth returning to Tier I with substantial growth at transit oriented zoning centers.[147]

---

[145] See Robert H. Freilich, From Sprawl to Smart Growth: Successful Legal, Planning and Environmental Systems (American Bar Association, 1999).

[146] North City West was an entirely "new town" designed to accommodate 40,000 people in a high density mixed use new urbanist community and to promote transit along the I-5 corridor of Tier II. The high densities of the new town were opposed by the City of DelMar as being inconsistent with the "regional general welfare" of the sprawling suburban low density. For an excellent history of the plan, the "new towns" and a complete rejection of Del Mar's claims. See *City of Del Mar v. City of San Diego*, 183 Cal.Rptr. 898 (4th Dist.App. 1983).

[147] The innovative concept that made infill work was the use of "facility benefit assessments" in Tier II areas to cover the full cost of infrastructure the need for which is created by new development. Tier I existing urbanized areas were exempt because they already had roads, schools and other facilities. The FBA concept was upheld in *J.W. Jones Companies v. City of San Diego*, 203 Cal. Rptr. 580 (4th Dist. App. 1984).



Legend	
	Urbanized Area
	Planned Urbanizing Area
	Future Urbanizing Area

Building Permits Issued	
1979	9,000 BPs
	8,000 Outside
	1,000 Inside
1983	16,000 BPs
	8,000 Outside
	8,000 Inside

Figure 7 San Diego Tier System

3. Howard County, Maryland (Columbia New Town) (1965 to 2000)

The Washington, DC experience is instructive because it has successfully integrated transit with land use policies. The Washington-Baltimore region adopted a Year 2000 Radial Corridor Plan in 1969 to channel growth into transportation corridors and corridor centers. Jurisdictions in the region have developed plans using the regional infill concept to support rail transit. Howard County, Freilich, Leitner & Carlisle developed a plan that combined transit-supportive corridor and center growth in the Columbia "new town" with agricultural protection measures such as transfers of development rights. The plan won the 1991 American Planning Association award for Outstanding Comprehensive Planning. The State of Maryland has followed suit with statewide smart growth legislation that directs infrastructure to be provided in existing developed areas or in new towns.[148]

[148] David L. Winstead, Smart Growth, Smart Transportation: A New Program To Manage Growth In Maryland, 30 Urban Lawyer 537 (1998).

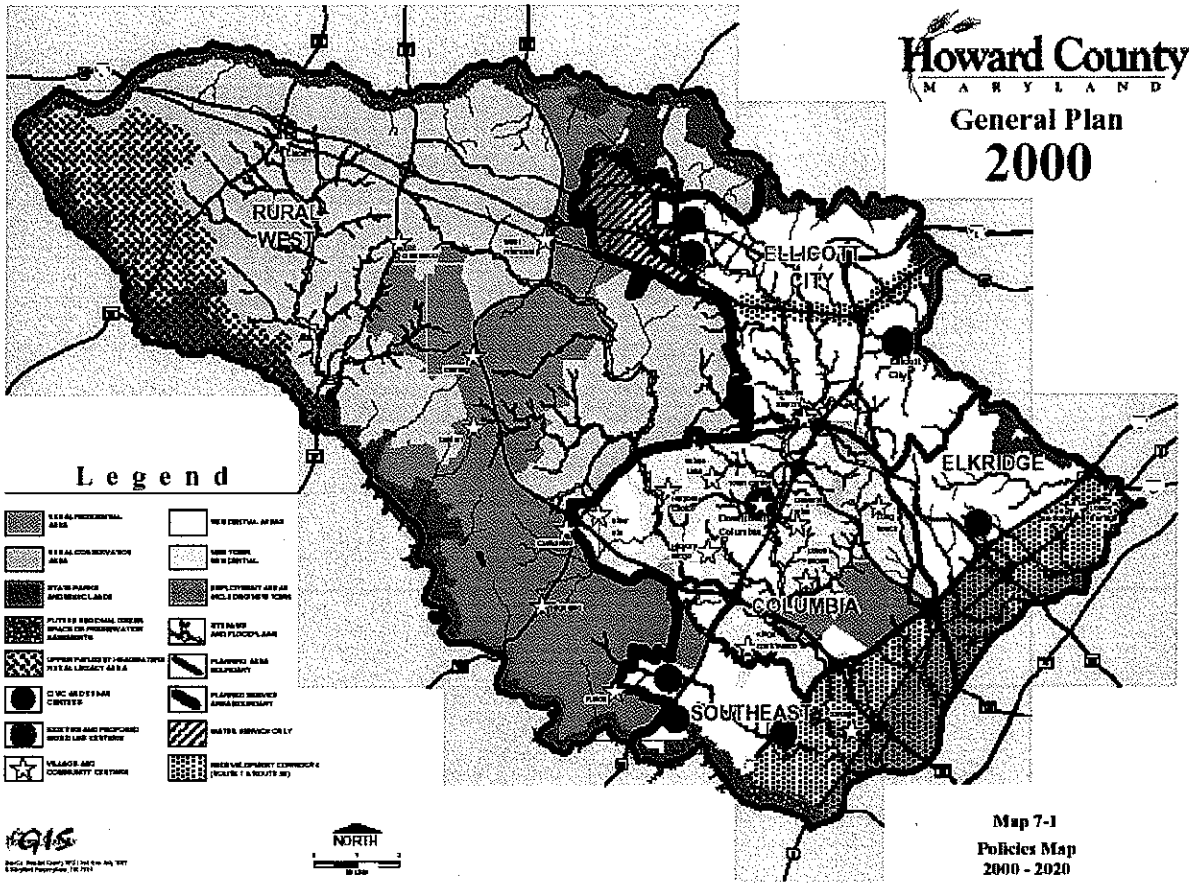


Figure 8 Howard County General Plan 2000

VIII. Palmdale Mixed Use Transportation Center

The State EIR Summary (at S-24) states: "To the degree they are concentrated (growth) impacts are likely to be focused on property surrounding freeway interchanges and airports." The Antelope Valley has an existing, multi-modal transportation network that accommodates this growth in an efficient manner. The City of Palmdale has supported high speed rail infrastructure with its own dollars. The Palmdale Transportation Center currently under construction provides supporting infrastructure for a variety of transportation alternatives. This is acknowledged in the State EIR Evaluation Matrix (§ 6.4.3, page 6-57): "The Palmdale Transportation Center would potentially serve the Antelope Valley population. This station option maximizes opportunities for intermodal connectivity. It is close to Palmdale Airport, with the opportunity for convenient shuttle or people-mover service, and it is the Metrolink station for Palmdale and a hub for local bus services. The Palmdale Transportation Center would reduce travel times and access costs for the Antelope Valley population."

This will not only facilitate ridership on the high speed rail network, but will also encourage the more efficient utilization of other transportation infrastructure investments such as the Palmdale Regional Airport, the Metro commuter rail system, and the Antelope Valley regional bus system. Complementing this with the Antelope Valley high speed rail alignment is a wise use of the state's transportation dollars, and further reinforces growth patterns favored by state and regional land use policies.

A. Transportation Costs

1. Travel Characteristics

The design and form of new development has a significant influence on travel modes and the impacts of new development on roadway capacity. These include:

- reductions in the number of trips per person or household ("trip generation")
- reductions in trip length, typically measured in vehicle miles of travel ("VMT")
- encouraging multiple modes of travel, rather than an exclusive reliance on the automobile.

Some of these studies are summarized below.

The compact development pattern of Palmdale will significantly reduce VMT. While population growth in metropolitan Los Angeles increased by only 44% over the past 20 years, VMT nearly doubled.[149] VMT increased at three times the rate of population growth from 1980-1990, but the rate of growth slowed to a pace equal to population growth during the 1990s.[150] A recent study by Reid Ewing of Rutgers University and Rolf Pendall of Cornell University developed a sprawl index based on density, mix of uses, strength of centers, and street accessibility. A 25-unit decline or one standard deviation in the sprawl index was associated with an increase of two miles in daily VMT.[151] A difference of 10 miles of VMT per vehicle per day was identified between some sprawling (e.g. Atlanta) and non-sprawling (e.g. Portland) regions. The United States Department of Transportation documented that during a recent period, only 36% of the growth in VMT nationally is attributable to demographic changes. The balance is attributable to land use changes. These changes led to a 38% increase in trip length and a 25% increase in trip generation.[152]

A comparative analysis of 12 metropolitan areas by Robert Cervero showed that walking and cycling consistently declined throughout each area, but that more than 15% of all

---

149 Sprawl Hits the Wall, at 17.

150 SCAG, The State of the Region 2002 (Dec. 2002), at 43-44.

151 Measuring Sprawl, at 18.

152 United States Environmental Protection Agency, Our Built and Natural Environments: A Technical Review of the Interactions between Land Use, Transportation, and Environmental Quality (EPA 231-R-01-002, January 2001), at 21 (citing U.S. Department of Transportation, Federal Highway Administration, " 1990 Nationwide Personal Transportation Survey".)

journeys to work were by nonvehicular modes (R. Cervero, *Suburban Gridlock* (Rutgers, 1986), at 37). Cervero recommends that sidewalks, trails and pathways be coordinated with a larger system and not end abruptly (id. at 64-65). While less than 1% of all trips in the nation are by walking and cycling, office parks with integrated pedestrian systems and on-site amenities such as showers can increase bike travel to 3-5% (id. at 116). Impact is more meaningful where employees are concentrated within 1-3 miles of the employment center (id.). 20% of the workers at the Xerox research facility in Silicon Valley commute by bicycle (id. at 206).

Cervero has further documented how lack of design amenities often discourages pedestrian and bike travel in suburban employment centers (SECs) (R. Cervero, *America's Suburban Centers: The Land-Use Transportation Link* (1989), at 64). Most walk trips in SECs are for non-work purposes, but walking comprises only 21.5% of non-work trips (id.) Foot travel is discouraged by long blocks, disconnected sidewalks, and limited mid-block crosswalk opportunities (id.) Consumers are more likely to walk on avenues with shops, parks and other interesting destinations where a number of trip purposes can be accomplished (id. at 64-65).[153]

In an extensive summary of research on the issue, Reid Ewing has compiled a listing of pedestrian and transit-friendly features (see Reid Ewing, *Pedestrian & Transit-Friendly Design* (Public Transit Office, Florida Department of Transportation, March 1996):

ESSENTIAL	HIGHLY DESIREABLE	NICE ADDITIONS
Medium-high density (7-50 du/ac)	Supportive Commercial Uses	Street walls
Mixed land uses	Grid Streets	Functional Street Furniture
Short-to-Medium Length Blocks (300-500')	Traffic calming of access routes	Coherent, Small-Scale Signage
Transit Routes every ½ mile	Closely Spaced Shade Trees on Access Routes	Special Pavement
2-4 Lane Streets	Lack of Dead Space (or Visible Parking)	Public Art
Continuous sidewalks 4-8' wide	Nearby Parks/Public Spaces	

[153] For a detailed discussion of design amenities, see Moudon & Hess, et al., *Effects Of Site Design On Pedestrian Travel In Mixed-Use, Medium-Density Environments* (May 1997, Report No. WA-RD 432.1); *Pedestrian Facilities Guidebook: Incorporating Pedestrians Into Washington's Transportation System* (September 1997). The seminal works on pedestrian site design are Untermann, Accommodating the Pedestrian: Adapting *Towns and Neighborhoods for Walking and Bicycling* (1984) and D. Appleyard, *Livable Streets* (1981); see also S. Breines & W. Dean, *The Pedestrian Revolution: Streets without Cars* (1974); A. Moudon, *Public Streets for Public Use* (1987); B. Rudofsky, *Streets for People: A Primer for Americans* (1969).

Safe Street Crossings (5-10' radii)	Small-Scale or Articulated Large Buildings
Buffering from Traffic (e.g. street parking)	Attractive Transit Facilities
Street-Oriented Buildings	
Comfortable/Safe Places to Wait	

B. *Transit Station Siting Principles*

The Palmdale Transportation Center is consistent with best practices for transit station siting, which include the siting of stations in satellite or suburban locations. The Federal Transit Agency recommends the following station siting principles:[154]

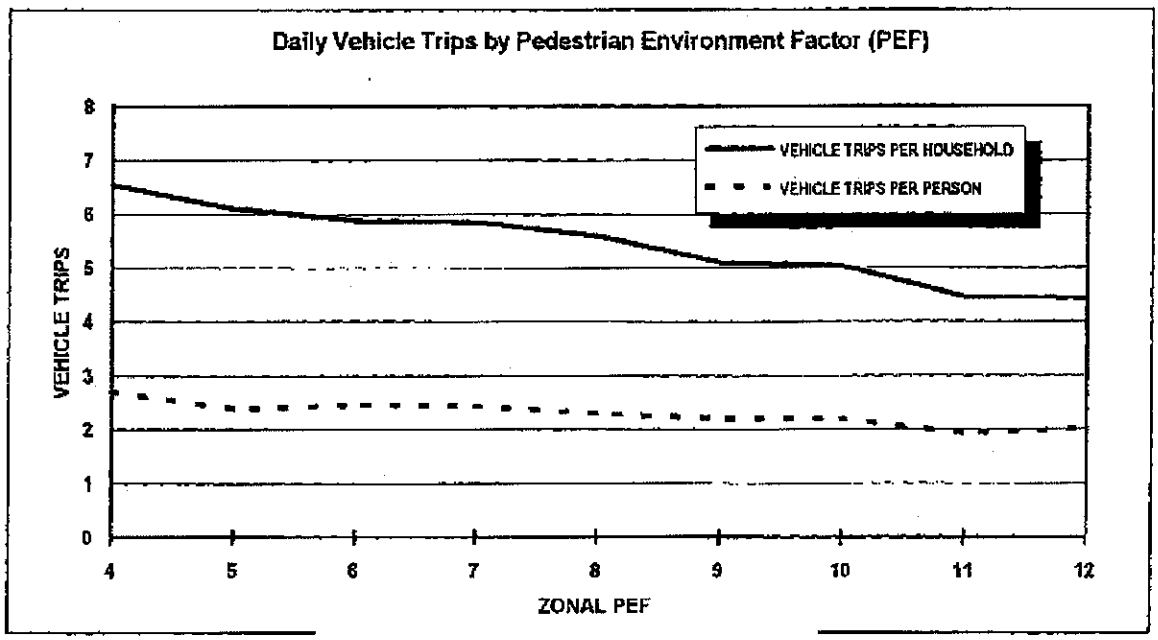
1. Each city should have a station located in or near the central business district. This is mandatory for larger Metropolitan Statistical Areas (MSAs), with metropolitan populations of 150,000 or more, since to do otherwise would undermine the inherent advantages of rail passenger systems. ... This center city station should have direct access to local transit systems (bus, rail, taxi, etc.) as well as appropriate amounts of parking for private cars.

2. One or more suburban stations need to be provided in the larger metropolitan areas with easy access to the local primary road system in order to accommodate potential riders living outside the city centers. Classic successful examples of suburban or beltway stations are Route 128 outside of Boston, MA and New Carrollton, MD outside of Washington, D.C. These "beltway"-type stations cater to automobile-oriented riders and thus need to have many hundreds, if not several thousand, parking spaces to fulfill their role in corridor transportation.

3. Every effort should be made to have each corridor station serve as a regional intermodal passenger terminal for all forms of regional and local transportation systems. ....

[154] U.S. Department of Transportation, Federal Railroad Administration, *Railroad Corridor Transportation Plans A Guidance Manual* (Rev. December 16, 2002).

The literature also provides support for the trip reduction potential of walkable communities such as traditional neighborhood developments (TND). There are few empirical studies due to the lack of well-established new communities with a "new urbanist" design emphasis. A study of traditional and modern conventional subdivisions in Austin, Texas found that persons walked to the store six times more in traditional subdivisions than in the modern conventional subdivisions, and the walk trips were a substitute for driving trips (Susan Handy, *Urban Form and Pedestrian Choices: A Study of Austin Neighborhoods* (Community and Regional Planning Program, School of Architecture, University of Texas at Austin, April 1996)). A study by 1000 Friends of



Source: 1000 Friends of Oregon

Oregon demonstrated substantial reductions in VMT and trips based on four "Pedestrian